

SIERRA LEONE
DECENT WORK COUNTRY PROGRAMME
REVIEW

December 2012

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EXECUTIVE SUMMARY

The Government of Sierra Leone (GoSL) has taken bold steps in the fields of employment generation and social protection but a number of gaps have been identified which warrant focus in a comprehensive Decent Work Country Programme (DWCP). GoSL, in collaboration with the Sierra Leone Employers' Federation (SLEF) and the Sierra Leone Labour Congress (SLLC), and with support from ILO has, since 2010, been implementing the Sierra Leone DWCP (S-DWCP). The S-DWCP addresses three priorities which were identified in consultations with social partners and other stakeholders. The priorities take into account lessons learned from on-going projects and anchor on national development priorities. For each priority, short and medium term outcomes were formulated, as follows:

Priority 1: Public and private investment generate a substantial and growing demand for labour and income.

Outcome 1.1: Policies and investment programmes in key sectors effectively promote the creation of more jobs and higher income opportunities for youth, farmers, women and vulnerable groups.

Outcome 1.2: Inclusive youth employment through integrated supply- and demand-side interventions including job creation schemes, self-employment in small and medium enterprises and access to vocational skills training and employment services.

Outcome 1.3: Labour market information and analysis system in place with regular up-to-date employment and labour market data.

Priority 2: Increased socio-economic stability and higher productivity through basic social protection schemes (social transfers, social assistance, social health protection) and safer workplaces.

Outcome 2.1: Improved working conditions and coverage of workplace policies and programmes on HIV/AIDS, TB and STIs in PRSP-priority and growth potential sectors (agriculture, infrastructure, manufacturing, industry, energy, mining and tourism).

Outcome 2.2: Child labour substantially reduced by 2012 in PRSP-priority sectors and growth potential sectors.

Outcome 2.3: Basic social protection package ensures universal access to basic health care and old age pension.

Priority 3: Strengthened ILO constituents effectively contribute to governance for an integrated economy and a healthy labour market.

Outcome 3.1: A restructured and strengthened MLSS is better able to coordinate labour and employment issues both nationally and internationally.

Outcome 3.2: A restructured and strengthened Sierra Leone Employers' Federation and Sierra Leone Labour Congress better represents members' interests and effectively contributes to social dialogue in the key sectors

It was also envisioned that *gender issues* and *social protection* would be the crosscutting issues to be addressed by the DWCP.

The S-DWCP (2010-2012) represents the main vehicle for delivery of ILO support to Sierra Leone.

The purpose of the review was to examine progress made so far in achieving the outcomes of the S-DWCP and identify the challenges, weaknesses, strengths and lessons learnt during implementation, with a view to using the findings to inform the preparation of the successor phase.

The evaluation criteria used included the following:

Relevance and coherence of the DWCP: the extent to which the DWCP contributes to achievement of the targets of the DWAA and Sierra Leone's national development priorities as outlined in the PRSP II: Agenda for Change;

Tripartite constituents' capacities: the organization of tripartite constituents' resources and efforts towards achieving the DWCP outputs. Do constituents effectively use available linkages to mobilize resources and promote the DWCP?

ILOs capacity, comparative advantage and efficiency: the technical and financial capacity of ILO to support national partners in the effective implementation of the DWCP.

Partnership, strategies and inter-agency relations: the adequacy of the management and governance arrangement of the DWCP. Also determine whether all partners clearly understand their roles and responsibilities.

Management of results: Whether the outcome-level results and indicators against which the programme can be assessed are clearly defined and

whether outcomes causally link to the intended outcomes which, in turn, link to the DWCP priorities. Is implementation gender sensitive; and how are programme monitoring and evaluation effected?

Knowledge sharing: whether available information is readily accessible to national partners.

The evaluation employed the biennial country programme review guidelines and entailed the combination of a desk review, a stakeholders' workshop and individual interviews with key stakeholders.

Summary of performance areas:

Relevance and Coherence: GoSL places importance on employment creation as an effective and sustainable solution to the country's fight against poverty. Towards this end, it has put in place pro-employment policies and programmes. The S-DWCP contributes to achieving the objectives of Sierra Leone's PRSP II: Agenda for Change. It also conforms to the UN-Wide Policy for Post-Conflict Employment Creation, Income Generation and Reintegration in Sierra Leone. S-DWCP is contributing to the Decent Work Agenda in Africa (DWAA) targets of 1) Investing in enterprises and decent work opportunities in Africa; 2) Decent work for Africa's youth; 3) Tackling the HIV/AIDS crisis through workplace action; and 4) Getting Africa's children into school and out of work.

Partnership: There is a collaborative relationship among the ILO constituents: MLSS, the Sierra Leone Employers' Federation (SLEF), and the Sierra Leone Labour Congress (SLLC) participated actively in the formulation, validation and revision of the DWCP. The constituents do, however, face several challenges that impede their effectiveness to develop and implement strategies. These include short-comings in their financial and technical capacities to implement the key elements of the DWCP.

Managing the Results: The DWCP was designed for the period 2010-2012 to align with the lifespan of the PRSP II: Agenda for Change and the UN Joint Vision for Sierra Leone. An Implementation Plan; an outcome-based Work Plan and Monitoring and Evaluation (M&E) plan were jointly developed by MLSS, social partners, civil society, cooperating partners and other stakeholders to ensure that resources allocated to various activities are used to achieve the stated outcomes. The programme has clearly defined outcome-level results and indicators against which its implementation can be assessed. The outputs are

causally linked to the intended outcomes which, in turn, are linked to the priorities of the DWCP.

Organizational Arrangements: The DWCP Steering Committee (SC) comprising the MLSS, Employers' Federation and Labour Congress, should have been put in place at the inception of the programme (in 2010) to guide its implementation, as well as to facilitate monitoring and evaluation. However, the SC was not established until March 2012. ILO and the MLSS have appointed focal points for the DWCP Pillars but they are yet to become operational. ILO has a programme officer in place with a DWCP coordination function.

Knowledge Sharing: Only one Steering Committee meeting has been held and there are no regular progress reports. Some partners argue that implementation started only in March 2012, when the SC was established. They thus argue that there is little or no information to share. Partners like the HIV/AIDS Secretariat and IPEC prepare bi-annual implementation reports which they share with relevant MDAs and partners.

Progress made:

Although implementation of the DWCP got off to a slow start, progress made has, nevertheless, been substantial. The review concluded that the overall implementation of the S-DWCP was moderately satisfactory, with a summary score of 3.8.

The review revealed that varying degrees of progress were made towards achievement of the various outcomes. Summary scores for specific outcomes are presented as follows:

Performance Area	OUTCOMES/Scores							
	1.1	1.2	1.3	2.1	2.2	2.3	3.1	3.2
A. Resource adequacy	3.0	3.3	2.0	3.0	5.5	3.0	2.0	1.0
B. Delivery of output	2.5	3.5	2.0	5.0	5.0	3.6	2.0	1.0
C. Use of outputs by partners/target groups	2.2	3.4	2.0	3.0	3.8	4.0	2.0	1.0
D. Progress made (against outcome indicators)	2.6	4.0	2.0	4.6	4.8	4.0	2.0	1.0
E. Emerging risks and opportunities	2.5	3.2	2.5	3.5	4.0	4.2	2.5	1.5
Average score	2.6	3.5	2.1	3.8	4.6	3.8	2.1	1.1
Total score	12.8	17.4	10.5	19.1	23.1	18.8	10.5	5.5

Under Outcome 1.1¹, modest progress was recorded in issues of policy legislation and investment in programmes to create jobs and higher income. A notable achievement in this regard was the review and endorsement by GoSL of the National Youth Action Plan. Substantial progress was, however, made in achieving outcome 1.2 (through the Quick Impact Employment Creation Project) by creating productive employment opportunities for youth in Bombali and Moyamba districts through capacity enhancement training, and training courses for local people in local economic development (entrepreneurship, agric production, processing and marketing), training of youth for productive employment, etc. Outcome 1.3, which relates to the establishment of a labour market information and analysis system, has yet to be addressed.

Progress towards the achievement of outcome 2.1 has been impressive: Policies to improve workplace conditions for people living with HIV have been put in place and stigmatization of HIV positive persons has been significantly minimized. Outcome 2.2, which relates to the elimination of child labour, has also been impressive. The existing legal framework on child labour has been revised and institutional capacity to improve the ability to formulate and implement child labour strategies has been strengthened, mainly through training programmes. The Free Health Care programme of the Ministry of Health and Sanitation, which provides free health services for pregnant women, lactating mothers and under-5 children, is the major achievement under Outcome 2.3.

Only modest progress was recorded in restructuring and strengthening of the institutional capacity of MLSS and its constituents (Outcome 3.1). Progress included the posting of the ILO Programme Officer in February 2012, and study tours for the Deputy Minister of Labour and Social Security and other senior personnel of the ministry in 2011. Outcome 3.2, which relates to the restructuring and strengthening of the SLLC and SLEF to better represent members' interests, is yet to be represented for want of required human and material resources.

Although poverty has a strong female dimension, and women continue to face greater economic disadvantage compared to men, gender was not mainstreamed in the design stage of the DWCP. Gender analysis does not appear to have been undertaken in the preparation of the implementation

¹ Outcomes referred to here are listed on Pages 2 and 3.

plan. There is, therefore, insufficient recognition and inclusion of gender issues in the outcomes and outputs of the programme.

Challenges:

A host of factors have constrained fuller realization of the outcomes of the S-DWCP key among which are 1) inadequate appreciation of employment and labour issues by Government – as exemplified by grossly inadequate financial allocations to MLSS and the DWCP. Indeed, the Sierra Leone DWCP had a resource gap of 48.3%, 2) inadequate human and material capacity by the partners to implement the various components of the programme, 3) inadequate understanding on the part of partners of their roles and responsibilities, and 4) the exclusion of MDAs whose participation could significantly enhance implementation of the DWCP.

Conclusions:

The evaluation concludes that the priorities (and their appertaining outcomes, outputs and activities) are still relevant and well aligned with the development aspirations of the country. The objectives of the DWCP will, however, only be achieved if concerted effort is made on the following fronts: ensuring greater commitment of Government by involving Cabinet and the Office of the President in the formulation and approval processes for the next implementation phase; reducing reliance on ILO for funding by improving the skills of partners in resource mobilization; institutional capacity enhancement of partners (through training programmes, additional personnel and logistic provision); and inclusion of MDAs (like the ministries of Finance; Social Welfare, Gender and Children's Affairs; Youth Employment and Sports) whose participation would be beneficial to the DWCP.

Recommendations:

Relevance and Coherence: The DWCP is aligned with national development priorities. It thus has continued relevance and it is recommended that the programme priorities be maintained and that gains made be consolidated. The SL Government exhibited serious commitment during the preparation of DWCP I and the preparatory meetings were attended by Ministers from various Ministries etc. This commitment should be continued during the implementation stage. It is also recommended that signature of the document be done at the level of the Presidency.

Partnership, strategies and inter-agency relations: It is proposed to broaden the partnership of the S-DWCP by inclusion of MDAs (like the ministries of Finance; Social Welfare, Gender and Children's Affairs; Youth Employment and Sports) whose participation would facilitate and complement the implementation of the DWCP. Strategic partnerships should also be established with relevant sister UN agencies.

Managing for results: The programme has clearly defined outcome-level results and indicators against which its implementation can be assessed. The outputs are causally linked to the intended outcomes which, in turn, are linked to the priorities of the DWCP. It is necessary that these instruments be adhered to in the implementation and monitoring of the programme. In this regard, the capacity of implementing partners should be enhanced to monitor progress, collect data and report on progress or challenges faced.

Organizational arrangements: The DWCP Steering Committee should be broadened to include MDAs whose participation would be beneficial to the DWCP. Each partner should appoint a person of considerable stature and influence in their organization as DWCP focal point. The MLSS should be empowered to embark upon an awareness raising campaign to sensitize the constituents and the public about the S-DWCP.

Constituents' capacity: Partners are in agreement that they have weak human and material capacity to be effective. It is, therefore, critical that their capacities be enhanced. The logical first step in this regard is to identify capacity inadequacies in the partners which should be the focus of capacity building efforts. A well defined capacity development plan, with measurable indicators, was incorporated in the Implementation Plan and M&E framework of the DWCP. There is need, in the successor project phase to follow up on this and ensure its implementation.

ILOs capacity, comparative advantage and efficiency: Given the weak institutional capacity of the partners in the S-DWCP, ILOs capacity and efficiency are crucial for success. ILO must, therefore, ensure that its personnel (including consultants) are made available as and when required.

Cross-cutting issues: It is recommended that a gender analysis be conducted during the development of the new DWCP phase and key staff of the programme should be trained in the skills required for mainstreaming gender.

ACRONYMS

AIDS	Acute Immuno-Deficiency Syndrome
BDS	Business Development Providers
CL	Child Labour
CPP	Country Programme Priorities
DWAA	Decent Work Agenda in Africa
DWCP	Decent Work Country Programme
GAP	Global Action Plan
GDP	Gross Domestic Product
GoSL	Government of Sierra Leone
HDI	(UN) Human Development Index
ILC	International Labour Conference
ILO	International Labour Organization
ILS	International Labour Standards
IP	Implementation Plan
IPEC	International Programme for the Elimination of Child Labour
IRC	International Rescue Committee
M&E	Monitoring and Evaluation
MDA	Ministries, Departments and Agencies
MEST	Ministry of Education, Science & Technology
MoHS	Ministry of Health and Sanitation
MLSS	Ministry of Labour and Social Security
MSWGCA	Ministry of Social Welfare, Gender and Children's Affairs
MYES	Ministry of Youth Employment and Sports
NAYCOM	National Youth Commission
NYP	National Youth Policy
OSH	Occupational Safety and Health
PLHIV	People Living with HIV
PRSP	Poverty Reduction Strategy Paper
QIECP	Quick Impact Employment Creation Project
SC	Steering Committee
SLEF	Sierra Leone Employers' Federation
SLLC	Sierra Leone Labour Congress
SLTU	Sierra Leone Teachers' Union
SSL	Statistics Sierra Leone
STI	Sexually Transmitted Infection
TACKLE	Tackling Child Labour Through Education
TB	Tuberculosis
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNJVSL	United Nations Joint Vision for Sierra Leone
WoW	World of Work

1. BACKGROUND AND PROGRAMME DESCRIPTION

Sierra Leone was ravaged by a brutal civil war between 1991 and 2002. That war destroyed most of the country's social, economic, and physical infrastructure. At the core of the conflict lay a class of marginalized young people, mostly from rural areas, that had been deprived of education and access to livelihood opportunities. According to the UNDP Human Development Index, Sierra Leone ranked 158 out of 169 in 2010². The following human development indicators exemplify the country's low socio-economic status: Under-5 mortality rate – 194 per 1,000 live births; maternal mortality ratio – 2,100 per 100,000 live births; Life expectancy at birth – 48 years; Combined gross enrolment ratio in education for both sexes – 44.6%; GDP per capita – US\$825; and double digit inflation since 2007.

Labour and Social Issues: The cessation of hostilities in 2002 and eventual restoration of security countrywide facilitated economic recovery. Sierra Leone's post-conflict economic performance has been strong. The recovery continued unbroken until 2008 when real Gross Domestic Product (GDP) grew by an estimated 5.5 percent despite a sharp spike in food and fuel prices. Much of this growth was concentrated in the informal agricultural, fishing, mining, and services sectors that make up the bulk of the economy. Formal economic activity is confined primarily to large scale mining, construction, retail services, tourism, and government employment³.

The main source of growth has been high post-conflict “catch up” effect and productivity. The contribution to growth from the labour force for the period 2002 to 2007 was 2.4 percent while physical capital contributed another 1.6 percent. Productivity growth contributed the remaining 6 percent. From a sector perspective, the main sources of growth in the economy have been agriculture and services due to their weight in the economy. Agriculture employs about 70 percent of the population and, as of 2008, accounts for about 44 percent of the GDP. The mining sector accounts for 2 percent of employment, 18 percent of GDP, and generates the majority of export receipts. Construction and manufacturing add another 7 percent of GDP. The manufacturing sector is small with mainly import-substituting industries and employs only about 2 percent of

² UNDP Human Development Report, 2010.

³ IMF “Ex-post Assessment of Long-Term Programme Engagement for the Republic of Sierra Leone, December 2011.

the labour force of approximately 2.5 million.⁴ The service sector, much of it informal, accounts for the remaining 31 percent of GDP.

Persons aged 0-35 years constitute 79 percent of the total population of 5.246 million. Those under 14 years make up 45.7 percent of the population while those between 15-35 years account for the remaining 33.3 percent. The overall unemployment rate is estimated by the Sierra Leone Integrated Household Survey⁵ at 5.3% open unemployment. Of the whole population, 53.4 percent of youth are illiterate and most live in urban areas. The number of youths seeking jobs in 2007 was put at 500,000. The country has adopted a Youth Policy and a National Action Plan to promote opportunities for youth. They have, to a large extent remained unimplemented (due primarily to inadequate resources) and have not been enough to address the major challenges of the youth, especially their access to jobs. Because of the war, many in this group lack education and skills with only 20% of 15-35 year olds having finished primary school. There is also a high rate of teenage pregnancy. Unemployment among urban youth is very high and also higher than among the rural youth. The 2008 Demographic and Health Survey considered people as employed if they were currently working or if they worked at any time during the 12 months preceding the survey. The survey revealed that the percentage of women and men who were employed were substantially higher in rural areas (80% for women and 94% for men) than in urban areas (58% for women and 67% for men).⁵

International Labour Standards and Social Dialogue: Sierra Leone has ratified 8 core ILO conventions but many challenges remain in the application of the rights and obligations enshrined under the conventions.

ILO constituents in Sierra Leone are the MLSS and its Social Partners, the Sierra Leone Employers' Federation and the Sierra Leone Labour Congress. They suffer from structural weaknesses and setbacks due to the war. A very understaffed and under-equipped Ministry of Labour and Social Security (MLSS) is having difficulty rising to the challenges on the national agenda. The core structures of the MLSS, including employment services, occupational health and safety, industrial relations and LMI were weak in terms of human resources, possession of

⁴ Date-Bah, Eugenia and Regmi, Raghav Raj (July 2010), Sierra Leone Employment, Income Generation and Reintegration Project: Results of a Mission for the Roll-Out of UN Post-Conflict Employment Creation, Income Generation and Reintegration.

⁵ Statistics Sierra Leone (2008), Sierra Leone Demographic and Health Survey, 2008

relevant skills, equipment and other logistics to be able to carry out their roles effectively. It is regularly sidelined by the key government actors when it comes to dealing with investment and policy issues that have a bearing on decent work, employment and social protection.

The Social Partners, the Sierra Leone Employers' Federation and the Sierra Leone Labour Congress have a good social dialogue relationship. Both were weakened by the war through loss of membership. Although they have their own specific recovery issues, neither was involved in consultations over the PRSP. Both have as priorities employment generation, their own strengthening and the reinforcement of the MLSS. The reason for not consulting them is not known but both argue that their priorities are typically not given the prominence they deserve in national planning exercises.

Social Protection: The war engendered more vulnerable people, thereby exacerbating an already grim situation. This fact has underscored the need for expanded social protection:

- Owing to the global recession, remittances from Sierra Leoneans in the diaspora to relatives at home have been steadily dwindling.
- Occupational safety and health (OSH) is in a dire situation in Sierra Leone: work places are hazardous, the OSH unit of MLSS is non-functional and there is hardly any compliance with a preventive safety and health culture.
- Child labour is widespread. Many children are engaged in domestic and economic pursuits that keep them out of school. Some are believed to be engaged in the worst forms of hazardous and exploitative Child Labour.
- According to the 2005 Population Based Sero-Prevalence Report, prevalence of HIV was 1.5% for males and 1.6% for females. People living with HIV/AIDS are discriminated against and are often denied access to decent and productive employment⁶.

Gender: Women in Sierra Leone are at the lower end of a segregated labour market with few in positions of authority. Women often lack education, are resource poor and have very few opportunities. More than half of the country's female workers are concentrated in the informal sector and are not registered,

⁶ ILO (2007), The Decent Work Agenda in Africa: 2007-2015.

regulated or protected under labour legislation and social protection. They are thus not able to enjoy, exercise or defend their fundamental rights. The Sierra Leone Demographic and Health Survey (2008) revealed that 66% of women had never been to school compared with 48% for men. The survey further reveals that only 19% of women complete secondary school, compared with 32% for men. The level of education varies with residence. Women and men in rural areas are less likely to be educated than their urban counterparts: 38% of women in urban areas, compared with 81% in rural areas, have never been to school.⁷ Access to education has a direct bearing on women's ability to participate in the formal sector, to enjoy and defend their fundamental rights, and to attain positions of authority. Women's representation in decision-making was estimated at 14.5% in 2008. Women also account for only 14% of the Members of Parliament.⁸ The Government of Sierra Leone (GoSL) has elaborated a long-term development strategy, *Vision 2025: Sweet Salone*, from which its PRSP II – Agenda for Change, has been derived. *Vision 2025: Sweet Salone* envisages a private sector-led development with effective indigenous participation, as well as promoting a high quality of life for all citizens. Employment is a key feature of these goals^{9,10,11}. PRSP III – Agenda for Prosperity – remains strongly committed to employment creation. Youth employment is one of its priorities while training is depicted as a feature of the capacity development strategy with the choice of sectors being labour-intensive.

GoSL has taken bold steps in the fields of employment generation and social protection but a number of gaps have been identified which warrant focus in a comprehensive Decent Work Country Programme. GoSL (represented by the Ministry of Labour and Social Services) in collaboration with the Sierra Leone Employers' Federation (SLEF) and the Sierra Leone Labour Congress (SLLC), and with support from ILO has, since 2010, been implementing the Sierra Leone Decent Work Country Programme (S-DWCP). The DWCP addresses three priorities which were identified in consultations with social partners and other stakeholders. The priorities take into account lessons learned from on-going

⁷ Statistics Sierra Leone (2008), Sierra Leone Demographic and Health Survey, 2008

⁸ Date-Bah, Eugenia and Regmi, Raghav Raj (July 2010), Sierra Leone Employment, Income Generation and Reintegration Project: Results of a Mission for the Roll-Out of UN Post-Conflict Employment Creation, Income Generation and Reintegration.

⁹ Government of Sierra Leone (2008), *Vision 2025 – Sweet Salone*

¹⁰ Government of Sierra Leone (2009), *Poverty Reduction Strategy Paper II – An Agenda for Change 2008-2012*.

¹¹ Government of Sierra Leone/UNDP (2008), *Achieving the Millennium Development Goals in Sierra Leone: A Needs Assessment Report*.

projects and anchor on national development priorities. For each priority, short and medium term outcomes were formulated , as follows:

Table 1: Priorities and Outcomes of the Sierra Leone DWCP (2010-2012)

Priority 1: Public and private investment generate a substantial and growing demand for labour and income.	Priority 2: Increased socio-economic stability and higher productivity through basic social protection schemes (social transfers, social assistance, and social health protection) and safer workplaces.	Priority 3: Strengthened ILO constituents effectively contribute to governance for an integrated economy and a healthy labour market.
<i>Outcome 1.1:</i> Policies and investment programmes in key sectors effectively promote the creation of more jobs and higher income opportunities for youth, farmers, women and vulnerable groups.	<i>Outcome 2.1:</i> Improved working conditions and coverage of workplace policies and programmes on HIV/AIDS, TB and STIs in PRSP-priority and growth potential sectors (agriculture, infrastructure, manufacturing, industry, energy, mining and tourism).	<i>Outcome 3.1:</i> A restructured and strengthened MLSS is better able to coordinate labour and employment issues both nationally and internationally.
<i>Outcome 1.2:</i> Inclusive youth employment through integrated supply- and demand-side interventions including job creation schemes, self-employment...and access to vocational skills training and employment services.	<i>Outcome 2.2:</i> Child labour substantially reduced by 2012 in PRSP-priority sectors and growth potential sectors.	<i>Outcome 3.2:</i> A restructured and strengthened Sierra Leone Employers' Federation and Sierra Leone Labour Congress better represents members' interests and effectively contributes to social dialogue in the key sectors
<i>Outcome 1.3:</i> Labour market information and analysis system in place with regular up-to-date employment and labour market data.	<i>Outcome 2.3:</i> Basic social protection package ensures universal access to basic health care and old age pension.	

S-DWCP (2010-2012) constitutes the main vehicle for delivery of ILO support to Sierra Leone. An *Implementation Plan*; an outcome-based *Work Plan* and Monitoring and Evaluation (M&E) plan were jointly developed by MLSS, social partners, civil society, cooperating partners and other stakeholders to ensure that resources allocated to various activities are used to achieve the stated outcomes.

2. REVIEW OBJECTIVES

The key objective of the review was to examine progress made so far in achieving the outcomes of the S-DWCP and identify the challenges,

weaknesses, strengths and lessons learnt during implementation, with a view to using the findings to inform the preparation of the successor phase of the S-DWCP.

The exercise also reviewed the appropriateness of the DWCP design; examined the usefulness of the strategies, partnerships and constraints to be addressed, including the application of gender mainstreaming and determined the extent of linkages between S-DWCP outcomes and outputs and the Decent Work Agenda for Africa (DWAA). Finally, the organizational capacities of MLSS, ILO Country Office and the social partners are assessed with regards to the overall coordination of the programme (see Annex 1: Terms of Reference).

3. EVALUATION METHODOLOGY

The review entailed a blend of mutually reinforcing data collection methodologies. These included desk review of S-DWCP and other relevant documentation, a stakeholders' workshop (involving a broad spectrum of partner organizations and employing the biennial country programme review guidelines)¹² and interviews with individual implementing partners.

Interviews with stakeholders focused on the following performance areas:¹³

- Relevance and coherence of the DWCP
- Tripartite constituents' capacities
- ILOs capacity, comparative advantage and efficiency
- Partnership, strategies and inter-agency relations
- Management of results
- Knowledge sharing
- Progress made on tangible outcomes
- Lessons learned
- The way forward

Finally, a scoring and evaluation template (Table 2) was done by the consultant based on information collected from document review, interviews and the stakeholders' workshop.

¹² ILO (2007), Biennial Country Programme Reviews.

¹³ The detailed issues investigated under each of the performance areas are outlined in Annex II: Terms of Reference

Table 2: Scoring and Evaluation rating

Scoring and Evaluation Ratings used to measure progress with outcomes					
1	2	3	4	5	6
Very Unsatisfactory	Unsatisfactory	Moderately unsatisfactory	Moderately satisfactory	Satisfactory	Very satisfactory

4. OUTCOME SPECIFIC FINDINGS

4.1 DWCP Design, Outreach and Implementation

The tripartite Steering Committee(SC), comprising the MLSS, Employers' Federation and Labour Congress, should have been put in place at the inception of the programme to guide its implementation, as well as to facilitate monitoring and evaluation. The ILO Programme Officer was posted to Sierra Leone in February 2012 and the SC was established shortly thereafter in March 2012. Overall, stakeholders considered the design, outreach and implementation of the programme to be moderately satisfactory (Table 3).

Table 3: General findings regarding DWCP design, outreach and implementation.

Performance area	Rating	ILO Comments	Partner Comments
A. Relevance and coherence	5.2	<ul style="list-style-type: none"> ILO has aligned several components of the DWCP Outcomes to the pillars of the UN Development Assistance Framework (UNDAF), The S-DWCP mainstreams labour and unemployment, thereby contributing to achieving the objectives of Sierra Leone's PRSP II: Agenda for Change. 	<ul style="list-style-type: none"> Aligned to the development objectives of Sierra Leone's Vision 2025. Although GoSL acknowledges the importance of addressing unemployment (especially of youth), the meager budgetary allocation to MLSS does not reflect Government commitment.
Facilitator's comments: Owing to the participation of all key stakeholders, the DWCP is well aligned to the national development objectives of the Government of Sierra Leone.			
B. Partnerships	4.5	There is need to establish	<ul style="list-style-type: none"> Partners (MLSS, SLLC and

		<p>more strategic partnerships with both sister UN agencies and the donor community, especially for local resource mobilization which will enable more effective implementation of DWCP.</p> <p>Extensive consultations have taken place between ILO and its social partners on DWCP CPPs.</p> <p>There is need to increase the national ownership of DWCP and correct the perception of the DWCP as an ILO funded project.</p> <p>ILO has assisted UN agencies and the tripartite partners to ensure the awareness and implementation of DWCP principles.</p>	<p>SLEF do not sufficiently understand their roles and obligations.</p> <ul style="list-style-type: none"> • Not enough effort has been made to partner with relevant sectoral ministries as they have potential of funding DWCP implementation. • Perceive ILO as a donor organization rather than as a facilitator of their duty to mobilize resources from various sources. • Partners need more information on their roles.
Facilitator's comments: The partners do not sufficiently understand their roles and responsibilities. There is also need to build more strategic partnerships with sister UN agencies and the donor community, especially for resource mobilization.			
C. Management for results	3.2	<p>The infrastructure for the implementation, monitoring and evaluation of the DWCP was put in place.</p> <p>The awareness of the 3 projects being implemented in the country to be part of the DWCP among partners is low.</p> <p>The results of the impact of these projects under ILO management are</p>	<ul style="list-style-type: none"> • <i>An Implementation Plan; an outcome-based Work Plan and M&E plan</i> were jointly developed by all cooperating partners. • Hardly any baseline data against which to measure progress.

		being well documented.	
Facilitator's comments: Baseline data against which to measure progress was not collected.			
D. Organizational arrangements	3.0	<p>Though plans were made to constitute a National Tripartite Steering Committee and a Technical Committee, this was done very late in the programme.</p> <p>Each one of the tripartite partners needs to dedicate an active DWCP focal point within their organizations.</p> <p>National ownership of the DWCP has to be enhanced.</p>	<ul style="list-style-type: none"> Steering Committee to guide programme implementation established only in March 2012, rather than at inception of programme in 2010. Focal points for the DWCP Pillars have been appointed but they are yet to become operational. Communication with ILO and MLSS needs to be improved.
Facilitator's comments: Roles of the Steering Committee to be clearly spelt out and each partner needs to dedicate an active DWCP focal point within their organization.			
E. Knowledge sharing	3.0	In the absence of an ILO DWCP expert in the country, the tripartite partners have taken little initiative to share knowledge on DWCP activities.	<ul style="list-style-type: none"> Only one Steering Committee meeting has been held and there are no progress reports as implementation at an incipient stage.
Facilitator's comments: Knowledge sharing to be institutionalized within the DWCP.			
Average score: 3.8			
Total score: 18.9			

4.1.1 Relevance and coherence of the DWCP

ILO, MLSS, other government Ministries, the Sierra Leone Employers' Federation (SLEF), and the Sierra Leone Labour Congress (SLLC) actively participated in the formulation, validation and revision of the DWCP. The DWCP does, therefore, reflect their development aspirations. Stakeholders are generally in agreement that the S-DWCP is appropriately designed and aligned with the development goals and priorities of the country, on the one hand, and the cooperating

partners, on the other. The S-DWCP directly addresses the aspirations of Sierra Leone's PRSP II: Agenda for Change: the creation of decent work opportunities; reducing the spread of HIV and AIDS, as well as minimizing the stigmatization and discrimination associated with it; and eliminating child labour, thereby enabling children to attend school.

The S-DWCP also conforms with the stipulations of germane national policies and legislation, including the National Youth policy; Child Rights Act; National HIV/AIDS policy.

Several components of the S-DWCP are aligned with the pillars of the United Nations Development Assistance Framework (UNDAF) particularly in accordance with the ILOs areas of technical competence and with agreed national priorities. The UNDAF response to national development priorities focuses on the following thematic areas: Governance; HIV and AIDS; Food Security; and Basic Social Services. The UNDAF also underscores the promotion of employment, labour and decent work.

The S-DWCP contributes to the following targets of the Decent Work Agenda in Africa (DWAA): 1) Investing in enterprises and decent work opportunities in Africa; 2) Decent work for Africa's youth; 3) Tackling the HIV/AIDS crisis through workplace action; and 4) Getting Africa's children into school and out of work.

ILO, MLSS, SLLC, SLEF and other cooperating partners are unanimous in their view that Government's declared prioritization of employment creation and labour issues is not matched by budgetary allocations to the Ministry of Labour and Social Services for those purposes. The ministry currently lacks the resources to perform its roles of policy development and monitoring. The partners are in agreement that employment and labour issues are marginalized and have not been given the prominence and related support that they deserve.

Finally, there appears to be very low level of awareness, among various stakeholders of the Sierra Leone Decent Work Country Programme. The review also observed that even at the tripartite Steering Committee level, the objectives of the DWCP or the roles and obligations of the cooperating partners were not fully appreciated.

4.1.2 ILOs capacity, comparative advantage and efficiency

ILO is usually well placed to achieve its obligations due to its relatively easy access to required expertise and resources to implement the various activities of DWCPs. It has, over the years, acquired considerable experience in capacity building and in developing training and advocacy materials in various fields of intervention, which are addressed in DWCPs. In the case of Sierra Leone, the DWCP was approved in October 2010. Several partners claim that the temporary unavailability of ILO technical staff at the inception of the programme, constrained implementation. It should be noted, however, that the DWCP is being implemented through projects that are implemented by diverse organizations and institutions. All of these projects contribute to the results/outcomes of the DWCP. Implementation of the DWCP does not, therefore, grind to a halt due to the absence of ILO personnel from the country.

The DWCP directly addresses national development priorities as outlined in the PRSP II – Agenda for Change. National priorities that are addressed include employment creation for youth, women and vulnerable groups through public works; integration of youth and rural communities into the national economy; the elimination of child labour thereby enabling children to go to school; reducing the spread of AIDS as well as the stigmatization associated with it; and the need for social protection. It also contributes to achievement of the targets set in the DWAA as outlined under 3.1.1 (Relevance and coherence).

There appears to be some misunderstanding regarding the role of ILO. The organization is accused of inertia in mobilizing required resources to support implementation of the DWCP. This is owed to the fact that ILO is perceived by some stakeholders to be a donor organization, rather than as a specialized agency providing technical assistance. It was envisaged that the DWCP Implementation Plan, which reflects available resources and funding gaps, would be used as a resource mobilization tool - by transforming the Implementation Plan into a proposal to be submitted to cooperating partners to solicit funding. Constituents have tended to rely on ILO for resource mobilization.

ILO constituents have not been sufficiently sensitized about their obligation to identify funding gaps. They have also not been trained in resource mobilization for the implementation of planned programmes.

4.1.3 Tripartite constituent's capacity

Ministries of Labour, along with employers' and workers' organizations, have a key role in the development and implementation of DWCPs. They are at the core of the approach and have to make policy coherence and integration of DWCP priorities into national development plans a reality. They can do so by highlighting decent work as a productive factor that shows the positive linkages between respect for rights, improved occupational safety and health and conditions of work, modernization of legal frameworks, increased productivity at the enterprise level, on the one hand, and employment and access to global markets on the other. Their active participation in national development policy forums will contribute to heightened recognition of principles and rights at work, employment policies and social protection in poverty reduction strategies, and help to ensure that their voice is heard. Strengthening the capacity of ILO constituents to participate in high-level negotiations on the content and effect of macroeconomic policies and analyze their effects on the national development agenda will be another important element of most DWCPs^{14,15}.

All S-DWCP partners – MLSS, SLLC and SLEF – readily acknowledged inadequate financial and technical capacity to implement the various components of the S-DWCP. Indeed, it is evident that despite some encouraging progress, particularly in the area of training, the weak institutional and human capacity of the tripartite partners constitutes a major hindrance to the implementation of the DWCP. The stakeholders' perceive tripartite constituents' capacity to implement the S-DWCP to be unsatisfactory.

Table 4: Perceptions of tripartite partners' capacity.

Rating	ILO Comments	Partner Comments
2.5	<p>There is need to increase the tripartite partners' capacity to drive the DWCP efforts.</p> <p>Roles and responsibilities of tripartite partners need to be clarified and the leadership strengthened.</p> <p>National ownership of the DWCP has to be ensured as this has a direct bearing on the issue of</p>	<ul style="list-style-type: none"> • Inadequate staff complement. • ILO to assist partners with both local and international training opportunities. • Grossly inadequate financial resources • ILO yet to provide the experts to enhance partner capacity. • Unfamiliarity with resource mobilization.

¹⁴ ILO (2007), The Decent Work Agenda in Africa: 2007-2015.

¹⁵ ILO (2011), Empowering Africa's Peoples with Decent Work.

	capacity.	
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Partners generally believe that they have not benefited significantly from ILO assistance, particularly in such areas as the provision of experts to strengthen the programme, training of existing personnel and logistic provision. A counter claim is that partner organizations are not sufficiently committed to the DWCP. Skills acquired in training programmes that have been facilitated/supported by ILO have not in some instances been utilized effectively because partners have lacked required resources to impart acquired skills to intended beneficiaries. For example, under the International Programme for the Elimination of Child Labour (IPEC), the following trainings have been provided:

- Training of representatives of MLSS, SLEF and SLLC on “The Labour Dimension of Trafficking in Children” in Turin, Italy in November 2011.
- Ministry of Labour, SLTU and IRC (an implementing partner) have also benefited from a training course on “Education for All and Child Labour Elimination” in Turin, Italy.
- Two trainings on child labour data collection: In June 2010, two representatives of Statistics Sierra Leone and the Child Labour Unit of the Ministry of Labour were trained in “Child Labour Data Collection and Analysis” in Turin; In November 2011, participants from the same institutions benefited from a training course on Child Labour surveys in Nairobi.
- In support of policies that promote education and prevent child labour, the TACKLE project officer and representatives from the Ministry of Education participated in a workshop on “Mainstreaming Child Labour into Education Policies’ in Lusaka, Zambia, in October 2011.

Partners tend to perceive some components of the DWCP as being outside their core functions. They argue that they often do not have sufficient resources to adequately address their core functions.

So far, constituents have failed to realize that the programme's Implementation Plan, which reflects available resources and funding gaps, should be used as a resource mobilization tool. All the constituents are yet to use available linkages to promote the DWCP. All are unfamiliar with resource mobilization procedures and have in the past expected ILO to perform this role for them.

4.1.4 Managing for results

The DWCP was designed for the period 2010-2012 to align with the lifespan of the PRSP II: *Agenda for Change* and the *UN Joint Vision for Sierra Leone*. An *Implementation Plan*; an outcome-based *Work Plan* and Monitoring and Evaluation (M&E) plan were jointly developed by MLSS, social partners, civil society, cooperating partners and other stakeholders to ensure that resources allocated to various activities are used to achieve the stated outcomes.

The programme has clearly defined outcome-level results and indicators against which its implementation can be assessed. The outputs are causally linked to the intended outcomes which, in turn, are linked to the priorities of the DWCP.

Although poverty has a strong female dimension, and women continue to face greater economic disadvantage compared to men, gender was not mainstreamed at the design stage of the DWCP. Gender analysis does not appear to have been undertaken in the preparation of the implementation plan. There is, therefore, insufficient recognition and inclusion of gender issues in the outcomes and outputs of the programme.

Monitoring of programme implementation has not been systematic, owing largely to the unavailability of local expertise to carry out the function. IPEC and National AIDS Secretariat prepare regular quarterly progress reports for the Ministry of Social Welfare, Gender and Children's Affairs (MSWGCA) and Ministry of Health and Sanitation (MoHS), respectively. Copies of these reports are sent to the Ministry of Labour and Social Services (MLSS). The Quick Impact Employment Creation Project, which is being implemented by ILO, also prepares regular progress reports.

4.1.5 Partnership, strategies and inter-agency relations

The need to create more decent jobs to fight poverty makes it necessary for ILO to renew its efforts to work together in a true partnership of mutual responsibility and accountability. Building partnerships at all levels is essential for promoting decent work. To make this cooperation a reality and build effective partnerships for decent work, it is necessary to: 1) develop effective nationally-owned and led programmes that reflect DWCP priorities; 2) achieve policy coherence between governments and their key development partners, within a framework that strengthens national leadership and ownership; and

3)strengthen the capacity of employers' and workers' organizations and labour administrations to participate effectively in national policy dialogue and poverty reduction processes at all stages to ensure that employment and labour issues are accorded greater importance in national development¹⁶.

ILO operates in partnership with other agencies in the implementation of the DWCP: it benefits from the Multi-Donor Trust Fund (MDTF); UNIDO, for the Quick Impact Job Creation project on employment creation using investments in feeder roads improvements in Bombali and Moyamba districts; and collaborates with UNAIDS and the National AIDS Council. There is a collaborative relationship among the ILO constituents: MLSS, the Sierra Leone Employers' Federation (SLEF), and the Sierra Leone Labour Congress (SLLC) participated actively in the formulation, validation and revision of the DWCP. The DWCP thus reflects the development aspirations of the partners.

The constituents do, however, face several challenges that impede their effectiveness to develop and implement strategies. These include short-comings in their financial and technical capacities to implement the key elements of the DWCP. The ILO thus has the major task of enhancing the role of the social partners in programme implementation by ensuring that they obtain much-needed capacity building support.

Interviews with the different partners revealed that the DWCP strategy and the roles and responsibilities of cooperating partners are not fully understood by all. For example, they do not consider activities by MDAs like ministries of Education, Science and Technology (MEST) and Youth Employment and Sports (MYES) which address elements of the DWCP to be achievements of the DWCP. Also, they view ILO as a funding organization and do not realize that resource mobilization to address funding gaps of the DWCP is equally their responsibility.

4.1.6 Knowledge management and sharing

Most respondents indicate that knowledge management and sharing was unsatisfactory as some partners are yet to report on programme components under their purview. Some partners argue that DWCP implementation "started" only in March 2012, when the Steering Committee was established. Steering

¹⁶ ILO (2007), The Decent Work Agenda in Africa: 2007-2015.

Committee has met only once. They thus argue that hardly any implementation has taken place and that there is little or no information to share.

Partners like the HIV/AIDS Secretariat and IPEC prepare bi-annual implementation reports which they share with relevant ministries and partners.

4.2 Cross-cutting Issues

4.2.1 Social protection

Social protection refers to a set of benefits available (or not available) from the state, market, civil society and households, or through a combination of these agencies, to the individual/ households to reduce multi-dimensional deprivation. This multi-dimensional deprivation could be affecting less active poor persons (such as the elderly and disabled) and active poor persons (e.g unemployed). Social protection is an integral dimension of poverty reduction aimed at making the poor less vulnerable to risks and more able to participate in equitable economic growth. Social protection helps to foster inclusive social development.

The 1991-2002 civil war resulted in more vulnerable people, thereby swelling the numbers in need of social protection. There is, therefore, urgent need to expand the scope and coverage of social protection.

Occupational safety and health (OSH) is in a dismal state in Sierra Leone: work places (especially in mines) are hazardous, the OSH unit of MLSS is non-functional, and throughout the country there is little evidence of compliance with a pre-emptive safety and health culture.

Substantial progress has been made with regards the elimination of child labour. The existing legal framework of child labour has been revised. ILO Child Labour Conventions 138 (on Minimum Age) and 182 (on Worst Forms of Child Labour) were ratified in June 2011 through support provided by TACKLE. Following ratification of Convention 138, a Minimum Age for Work Declaration was made: 15 yrs for non-hazardous work and 18 yrs for hazardous work. The institutional capacity for the formulation and implementation of child labour strategies has been strengthened: the Child Labour Technical Committee has been formed; a Child Labour unit has been created within MLSS; and a number of personnel from MLSS and other ministries that have responsibility from child welfare have attended several training courses abroad on issues that are germane to child welfare.

Policies to improve workplace conditions for people living with HIV have been put in place and stigmatization of HIV-positive persons has been dramatically

minimized. Increasingly people voluntarily test for their HIV status and seek medical assistance if they test positive.

4.2.2 Gender

Gender was not mainstreamed at the design stage of the S-DWCP and no gender analysis was undertaken in the preparation of the implementation plan. Several members of the review team asserted that: 1) there is no discrimination against women and that, in fact, the law often favors them. The example cited was the requirement that all job adverts should carry the rider “women are encouraged to apply”; 2) women can and do own property and contest elections to all public offices; 3) their rights as wife (even common-law wife) are protected. These positives, notwithstanding, women are discriminated against in several key ways that require urgent attention: When family resources are low, it is the girl child that is deprived of education while her male siblings stay in school – a fact that negatively impacts her future ability to access paid employment; girls are more often victims of sexual exploitation than boys; girls are more exploited for child labour than boys (especially for domestic work and petty trade). There is, therefore, still need to mainstream gender in future DWCP activities and to focus on gender-disaggregated data collection as a prelude to future interventions.

4.3 Progress on Outcomes

Although implementation of the DWCP got off to a slow start, the evaluation has revealed that significant progress has been made with several outcomes. A number of factors do, however, constrain the realization of programme outcomes. Most stakeholders are convinced that Government (especially the Ministry of Finance and Economic Planning) lack appreciation of employment and labour issues as evidenced by the obviously inadequate resources to the MLSS. Budgetary provision was made for only 51.7% of the estimated cost of the DWCP.

4.3.1: Outcome 1.1: Policies and investment programmes in key sectors effectively promote the creation of more jobs and higher income opportunities for youth, farmers, women and vulnerable groups.

Table 5: Outcome level findings of the DWCP review – Outcome 1.1

Performance area	Rating,	ILO Office comments	Constituents' comments
A. Resource adequacy	3.0	<p>There has been concerted effort to increase the investment portfolio targeting youth and farmers</p> <p>Data capturing of impact of the investment programmes needs to be improved.</p>	<ul style="list-style-type: none"> Funding is inadequate for implementation of all activities. Constituents expect ILO to address resource gap, rather than mobilizing resources. Capacity of constituents needs to be enhanced to be able to mobilize resources.
Evaluator's comments: Although unemployment is of major concern to Government, resources allocated for employment creation are grossly inadequate due partly to financial constraints and the fact that the ministry is not regarded by Government as a priority for resource allocation..			
B. Delivery of outputs	2.5	<p>Delivery of outputs is ongoing but there has been considerable progress in this regard.</p>	<ul style="list-style-type: none"> Need to involve more partners for the full realization of the outcome. To achieve above, need to sensitize Cabinet and MLSS.
Evaluator's comments : Strategic partnerships have not been created with relevant ministries and other local employment institutions, for fuller realization of the outcome.			
C. Use of outputs by partners/target groups	2.2	<p>The targeted groups have made some use of the outputs but the question of sustainability of investment programmes has come up.</p>	<ul style="list-style-type: none"> Owing to inadequacy of resources, some envisaged activities not undertaken. Inadequate resources also resulted in a smaller number of beneficiaries.
Evaluator's comments: Youth, particularly in the Bombali and Moyamba districts, have benefited from the UNIDO Quick Impact Project on feeder roads.			
D. Progress made (against outcome indicators)	2.6	<p>The National Employment Policy, the Industrial Policy and the Local Content Policy have been drafted.</p>	<ul style="list-style-type: none"> National Youth Action Plan reviewed and endorsed by GoSL. ILO has agreed to assist partners in raising the issue of the minimum wage with Government. Reliable data on progress made not complete because efforts by other actors towards realization of the outcome have not been taken into account.

			<ul style="list-style-type: none"> Hardly any coordination of the activities of relevant actors.
Evaluator's comments: The current institutional weakness of partners and resource limitation have resulted in limited progress being made.			
E. Emerging risks and opportunities	2.5	<p>The explicit inclusion of women and vulnerable groups is weak in most policies and investment programmes.</p> <p>The mainstreaming of gender and the emphasis on quality of work have to be improved.</p>	<ul style="list-style-type: none"> Tendency to disregard the specific needs of women since no gender analysis was undertaken at the inception of the programme. Tendency to treat youth unemployment with levity is a security risk that the country can ill afford.
Evaluator's comments: Government policies favour job creation for youth. This is yet to be reflected in budgetary allocations for the purpose.			
Average score:	2.6		
Total Score	12.8		

A. Resource adequacy

Resources for the implementation of Outcome 1.1: *Policies and investment programmes in key sectors effectively promote the creation of more jobs and higher income opportunities for youth, farmers, women and vulnerable groups*, were grossly inadequate. The estimated cost of the outcome is US\$ 311,000. Not a cent of this cost was secured from government.

B. Delivery of outputs

There were no output indicators, meaning that such information was not collected. Overall, however, delivery of outputs under outcome 1.1 was unsatisfactory (with a rating of 2.5). A notable achievement in this regard was the review and endorsement by GoSL of the National Youth Action Plan. Delivery of outputs would have substantially improved if resources had been available to permit implementation of the various components of the DWCP. Use of outputs by partners/target groups was only moderately satisfactory.

Several activities (particularly those relating to policy legislation) were not implemented owing to the unavailability of both human and financial resources.

Only activities relating to employment creation were undertaken. The resource shortfall and capacity limitations of the partners severely constrained the implementation of the programme.

C. Progress made (against outcome indicators)

The current institutional weakness of partners and resource limitation have resulted in limited progress being made. Only modest progress was recorded in issues of policy legislation or institutional capacity building. Notable achievements include the following: 1) National Youth Action Plan reviewed and endorsed by GoSL; and 2) ILO has agreed to assist partners in raising the issue of the minimum wage with Government.

D. Emerging risks and opportunities

The Government of Sierra Leone has demonstrated the political will to create employment opportunities, especially for youth and other vulnerable groups, by creating an enabling policy environment that underscores the unemployment problem. The DWCP has the potential to succeed during the next implementation phase if the requisite human and material resources are made available. The significance of employment creation not only for poverty alleviation but also for security considerations makes the DWCP attractive to potential donors.

4.3.2: Outcome 1.2: Inclusive youth employment through integrated supply- and demand-side interventions including job creation schemes, self-employment in small and medium enterprises and access to vocational skills training and employment services.

Table 6: Outcome level findings of the DWCP review – Outcome 1.2

Performance area	Rating	ILO Office comments	Constituents' comments
A. Resource adequacy	3.3	Technical and human resources took long to source.	<ul style="list-style-type: none"> Funding inadequate but some achievements recorded due to quick impact project on feeder roads. High dependence on Government for funds, which are not forthcoming due to weak Government capacity to generate

			funds locally. <ul style="list-style-type: none"> Should diversify funding sources and enhance capacity through training for resource mobilization.
Evaluator's comments: As in the case of other outcomes, the inadequacy of funding is a major issue that negatively impacts implementation.			
B. Delivery of outputs	3.5	Fairly good	<ul style="list-style-type: none"> No systematic effort to compile data on delivery of outputs. Data, therefore, incomplete.
Evaluator's comments: Need to collect reliable data on delivery of outputs by the different role players.			
C. Use of outputs by partners/target groups	3.4	Insufficient efforts being made to establish awareness among target groups of the outputs of the programmes being implemented.	<ul style="list-style-type: none"> Information on outputs is scanty and often not made available either to partners or to target groups. Target groups lack information on programmes. Partners and target groups yet to claim ownership of the DWCP.
Evaluator's comments: Strong need to create awareness among target groups about the outputs of the programmes being implemented.			
D. Progress made (against outcome indicators)	4.0	There has been significant progress made against outcome indicators.	<ul style="list-style-type: none"> Job opportunities have been created for youth under the Quick Impact Employment Creation project in the Bombali district, northern Sierra Leone. Appropriate emphasis has been placed on capacity enhancement through training. Available data obviously incomplete as interventions by other relevant organizations have not been acknowledged and/or compiled.
Evaluator's comments: Moderately satisfactory progress has been made in the area of job creation.			
E. Emerging risks and opportunities	3.2	Sister UN agencies also need to mainstream DWCP into their activities.	<ul style="list-style-type: none"> Project framework can be used to attract assistance from other donors.
Evaluator's comments: Because of Government's commitment to job creation, especially for youth,			

prospects are bright for attracting assistance.			
Average score:	3,5		
Total Score	17.4		

A. Resource adequacy

A substantial proportion (89.9%) of the estimated cost of the outcome (US\$ 1,675,000) was available for implementation. Resource adequacy is rated inadequate because although 89.9% of budgeted resources were secured, the amount was inadequate given the magnitude of the youth employment problem. There is a paucity of reliable data on the various indicators and targets for the outcome. Stakeholders observed that low implementation was owed to the late and sluggish start of programme implementation, and weak capacity of the partners. Substantial progress was recorded in the area of skills provision to engage in self-employment and in paid employment using ILO tools and manuals. Substantial progress was also made in the creation of jobs for youth participating in employment intensive public works programmes.

B. Delivery of outputs

Delivery of outputs had a rating of 3.5. Stakeholders were reasonably satisfied with the various training courses for local people in local economic development (entrepreneurship, agric production, processing and marketing) and the provision of skills to youth under the ILO Quick Impact Employment Creation project in the Bombali and Moyamba districts. Delivery of outputs would also have been enhanced if information on complementary activities by other organizations had been available. This underscores the need for coordination of complementary interventions.

C. Use of outputs by partners and target groups

Youth have benefited from the various interventions of the programme, especially job creation schemes and vocational skills training and employment services. However, given the magnitude of the youth unemployment problem, the number of beneficiaries and impact of the programme remain limited.

D. Progress made (against outcome indicators)

Stakeholders were moderately satisfied with the progress made towards the realization of outcome 1.2 – especially with regards the number of person days of productive employment opportunities created for youth in Bombali through capacity enhancement training, the numbers of training courses for local people in local economic development (entrepreneurship, agric production, processing and marketing), training of youth for productive employment, etc. Outcome 1.2 addresses a challenge of such enormity that continued success will depend on the allocation of far greater resources and the coordination of numerous different complementary role players.

E. Emerging risks and opportunities

Government recognizes the urgent need to provide employment, especially for youth, not only because they are a productive asset, but because their continued unemployment poses a security risk. This recognition of the youth employment problem is an opportunity for the implementation of the S-DWCP.

4.3.3: Outcome 1.3: Labour market information and analysis system in place with regular up-to-date employment and labour market data.

Table 7 : Outcome level findings of the DWCP review – Outcome 1.3

Performance area	Rating	ILO Office comments	Constituents' comments
A. Resource adequacy	2.0	No LMIS or LFS exists due to resource inadequacy. Plans are underway to conduct the first LFS and it is hoped that an LMIS will be established in due course.	<ul style="list-style-type: none"> Both human and financial resources inadequate for the task. Collection of employment and labour data is important if remedial action are to be put in place.
Evaluator's comments: Hardly any resources allocated for the achievement of this outcome.			
B. Delivery of outputs	2.0	See comment above	<ul style="list-style-type: none"> Output not delivered due to lack of resources and late start of programme implementation.
Evaluator's comments: Non delivery of output due to unavailability of resources.			
C. Use of outputs by partners/target groups	2.0	See comment on absence of LMIS in country.	<ul style="list-style-type: none"> Output not delivered hence not used by partners and target groups.
Evaluator's comments: Outputs not delivered, so they cannot be used by beneficiaries.			

D. Progress made (against outcome indicators)	2.0	No progress made.	<ul style="list-style-type: none"> No progress made because of unavailability of required personnel and financial resources.
Evaluator's comments: No progress made			
E. Emerging risks and opportunities	2.5	The demands by many donors have provided the opportunity to mobilize funds for an LFS and talk of establishing an LMIS.	<ul style="list-style-type: none"> Government and cooperating partners have demonstrated the will to achieve the outcome in the near future. Data on employment and labour are important as they engender Government interventions to address emerging problems.
Evaluator's comments: There are some prospects for the future because Government and cooperating partners recognize the importance of data on employment and labour.			
Average score:	2.1		
Total Score	10.5		

A. Resource adequacy

The activities envisaged for outcome 1.3 (Engagement of a consultant to develop proposals for resource mobilization; providing financial support to MLSS and SSL to conduct a labour force survey; recruitment of a international expert; and capacity enhancement of MLSS) are capital intensive. No progress has been made towards the realization of this outcome due to the unavailability of required resources. So far, not a cent of the estimated US\$ 311,000 cost of the outcome has been made available.

B. Delivery of outputs

Stakeholders were dissatisfied with the non-delivery of the outcome. Indeed, none of the activities envisaged for the achievement of the outcome has been implemented for want of both required human and financial resources. Future progress will depend to a large extent on the active engagement of partners in resource mobilization from government and other donors.

C. Use of outputs by partners and target groups

None of the activities was implemented due to the unavailability of resources. The output has, therefore, not been achieved. Partners are of the opinion that it

is still worth pursuing and that it should be undertaken during the successor phase of the DWCP when, hopefully, the required resources will be available.

D. Progress made (against outcome indicators)

Stakeholders were disappointed with the lack of progress.

E. Emerging risks and opportunities

It is envisaged that MLSS and cooperating partners will achieve the outcome in the near future. It is therefore foreseen that every effort will be made to access the required funding.

Data on employment and labour are important for national development planning as they will engender Government interventions to address emerging problems.

4.3.4: Outcome 2.1: Improved working conditions and coverage of workplace policies and programmes on HIV/AIDS, TB and STIs in PRSP-priority and growth potential sectors (agriculture, infrastructure, manufacturing, industry, energy, mining and tourism).

Table 8 : Outcome level findings of the DWCP review – Outcome 2.1

Performance area	Rating	ILO Office comments	Constituents' comments
A. Resource adequacy	3.0	The existence of many actors, both national and international and the low HIV prevalence rate have been positive factors improving availability of resources.	<ul style="list-style-type: none"> Resources inadequate. Available funds are only 23.1% of the estimated cost of the outcome. Outcome has been implemented by the National HIV/AIDS Secretariat. External donors have willingly contributed to the programme.
Evaluator's comments: Although only a small proportion of budgeted funds were made available for programme implementation, the existence of several role players (UNAIDS, MSF, etc) has improved the availability of resources for realization of planned interventions.			
B. Delivery of outputs	5.0	This has been very good.	<ul style="list-style-type: none"> Output delivery has been impressive.
Evaluator's comments: Given the limited available resources, overall achievement of outputs has been			

impressive.			
C. Use of outputs by partners/target groups	3.0	Progress is being made in promoting utilization of the outputs .	<ul style="list-style-type: none"> • Need for wider coverage of sensitization. • Partners and target groups to participate in awareness raising campaigns.
Evaluator's comments: Need for sensitization to promote utilization of outputs.			
D. Progress made (against outcome indicators)	4.6	Though the prevalence of new HIV infections has been low, the incidence of stigma and workplace attitudes towards HIV still needs to be addressed.	<ul style="list-style-type: none"> • Policies to improve workplace conditions for people living with HIV have been put in place. • Stigmatization of HIV positive persons has been significantly minimized.
Evaluator's comments: Progress has been moderately satisfactory as essential policies to improve workplace conditions are now in place.			
E. Emerging risks and opportunities	3.5	The question of low funding and complacency towards the threat of HIV can derail the achievements of the programme. .	<ul style="list-style-type: none"> • Funding has been reduced owing to the success of HIV & AIDS interventions, which have led to lower infection rates. • Campaign should be sustained as further cuts in budgetary allocation can reverse the progress made. • Agencies like UNAIDS and international NGOs like MSF are now actively engaged in the fight against AIDS. Prospects for the future are bright.
Evaluator's comments: Complacency resulting from low infection rates poses a real threat to the continued success of HIV interventions.			
Average score:	3.8		
Total Score	19.1		

A. Resource adequacy

Resources are inadequate for the implementation of outcome 2.1: *Improved working conditions and coverage of workplace policies and programmes on HIV/AIDS, TB and STIs in PRSP-priority and growth potential sectors*. Resource allocation for this outcome is very modest and represents only 23,1% of the

estimated cost of the outcome. This implies a resource gap is 76.9%. With the involvement of organizations like UNAIDS and international NGOs such as MSF, prospects for the achievement of outcome 2.1 are bright.

B. Delivery of outputs

Given the available resources, the delivery of outputs under outcome 2.1 was satisfactory, with a rating of 5.0. Sub-Outcome 2.1.1: *Improved working conditions for women and men* is yet to be fully addressed due to weak institutional capacity and lack of financial resources to recruit consultants, conduct trainings and undertake sensitization campaigns. Sub-outcome 2.1.2: *(Workplace programmes respond to needs for HIV prevention, treatment, care and support)*, received greater attention. Policies to improve workplace conditions for people living with HIV have been put in place and stigmatization of HIV-positive persons has been dramatically minimized.

C. Use of outputs by partners and target groups

A substantial number of target beneficiaries now make use of the outputs. Increasingly people voluntarily test for their HIV status and seek medical assistance if they test positive. Increasingly, also, HIV-positive persons are willing to discuss their status.

D. Progress made (against outcome indicators)

Progress made has been impressive: 1) HIV and AIDS and the World of Work have been integrated into the Overall National Strategy (Ref. 4.2.5.1 Outcome 1: PLHIVs or affected have improved economic opportunities and social protection). Similarly, the WoW has been addressed in the Results Framework of the National Operational Plan 2011 – 2012 under Output and Outcome Level Results. The World of Work has been incorporated into the National HIV Prevention Strategy 2011 - 2015 and the National Behaviour Change Communication and Advocacy Strategy 2011 – 2015; 2) National Tripartite Plus adoption of Recommendation No. 200 (The New International Instrument on HIV&AIDS and the World of Work); 3) Public/Private partnership in the delivery of HIV/AIDS services has been promoted. The HIV programme of the Sierra Rutile Mines documented a best practice for a public/private partnership in the country and has expanded its programme beyond the workplace by offering prevention and treatment services to the community. Free comprehensive

medical care is now offered to sex workers, youths and interns and stigmatization of HIV positive persons has been significantly minimized.

E. Emerging risks and opportunities

Low HIV prevalence of 1.5% has been translated into low prioritization of support for HIV/AIDS interventions in the country in the UNAIDS prioritization of countries.

Non-review of the country's laws, including the Labour Laws, might impact negatively on what has been achieved so far and also on the issue of emerging sexual minorities, including sex workers.

Weak capacity of the MLSS and the Employers' Federation to provide the required leadership for World of Work response to HIV and AIDS can undermine the gains already made.

4.3.5: Outcome 2.2: Child labour substantially reduced by 2012 in PRSP-priority sectors and growth potential sectors.

Table 9: Outcome level findings of the DWCP review – Outcome 2.2

Performance area	Rating	ILO Office comments	Constituents' comments
A. Resource adequacy	5.5	There has been adequate funding and resource availability at technical level.	<ul style="list-style-type: none"> • Outcome fully funded: i.e the total estimated cost of US\$ 190,000 was available under the International Programme for the Elimination of Child Labour (IPEC). • Challenge is huge and additional funds required.
Evaluator's comments: Although the outcome was fully funded, the challenge is huge and additional funds are required.			
B. Delivery of outputs	5.0	The IPEC section together with ministries of Labour and of Children' Affairs have made considerable progress.	<ul style="list-style-type: none"> • Output delivery has been impressive.
Evaluator's comments: Output delivery has been impressive.			
C. Use of outputs by partners/target groups	3.8	There is still limited progress in this regard.	<ul style="list-style-type: none"> • Need for more awareness raising among the partners. • No reliable data on reduction of child labour or increase in school

			enrollment.
Evaluator's comments: Use of outputs by target groups has been moderately satisfactory and there is need for awareness raising among partners and target groups.			
D. Progress made (against outcome indicators)	4.8	The necessary conventions on Child Labour and the Minimum Age have been ratified by government.	Considerable progress made: <ul style="list-style-type: none"> Existing legal framework on child labour have been revised. Strengthening of institutional capacity leading to improved ability to formulate and implement child labour strategies
Evaluator's comments: Progress made has been impressive.			
E. Emerging risks and opportunities	4.0	Awareness raising of child labour issues needs to be stepped up. Traditional perceptions with regards the improvement of access to education of the girl-child have to be tackled.	<ul style="list-style-type: none"> Need for greater coordination of interventions by different role players, including NGOs. Success of programme will attract additional donor funding.
Evaluator's comments: Efforts by the various role players need to be coordinated for the consolidation of achievements. Prospects for attracting additional funding are good.			
Average score:	4.6		
Total Score	23.1		

A. Resource adequacy

The estimated cost for the implementation of Outcome 2.2 US\$ was 190,000. The total amount was made available under the International Programme for the Elimination of Child Labour (IPEC). Given the widespread use of child labour in Sierra Leone for both domestic work and for economic activities, the challenge inherent in "substantially reducing child labour" is huge and would require additional funds.

B. Delivery of outputs

The delivery of outcome 2.2 was satisfactory as almost all activities envisaged for the achievement of the outcome (see Annex 2) were completed. The delivery of outputs would be significantly enhanced if the complementary interventions

of relevant institutions like the Ministry of Social Welfare, Gender and Children's Affairs (MSWGCA); Ministry of Education, Science and Technology (MEST); Ministry of Youth Employment and Sports (MYES) and relevant non-Governmental organizations are taken into account and coordinated.

C. Use of outputs by partners/target groups

A limited number of partners and target groups use the outputs of the DWCP. This is owed principally to the lack of awareness on the various deliverables of, and services provided by, the S-DWCP.

D. Progress made (against outcome indicators)

Stakeholders were satisfied with progress made against the outcome indicators. Progress made can be subsumed under the following two sub-headings: 1) existing legal framework on child labour has been revised and 2) Strengthening of institutional capacity leading to improved ability to formulate and implement child labour strategies.

E. Emerging risks and opportunities

Government endorsement of the various Conventions (C.138 and C.1820 which aim at eliminating child labour, particularly in its worst forms, in line with the Global Action Plan (GAP) on Child Labour, that was endorsed by the 2007 ILO Africa regional meeting) is an opportunity for the implementation of the S-DWCP.

4.3.6: Outcome 2.3: Basic social protection package ensures universal access to basic health care and old age pension.

Table 10: Outcome level findings of the DWCP review – Outcome 2.3

Performance area	Rating	ILO Office comments	Constituents' comments
A. Resource adequacy	3.0	Funds to roll out these programmes are limited but efforts being made to increase funding.	<ul style="list-style-type: none"> Funding is problematic and budgeted financial resources are yet to be made available for programme implementation. However, vast amounts of money have been made available by Government and international organizations) like UNICEF, WHO, World Bank, MSF, etc) for the national Primary Health Care

			<p>programme.</p> <ul style="list-style-type: none"> The social protection packages are major concerns of Government and are being addressed by relevant MDAs like the Ministry of Health and Sanitation.
<p>Evaluator's comments: So far, only the Primary Health Care programme is being funded. The old age pension scheme is yet to be fully addressed.</p>			
B. Delivery of outputs	3.6	The Social Health Insurance initiative has been revived for possible implementation.	<ul style="list-style-type: none"> Delivery of outputs has been negatively impacted by the inadequacy of resources. Free health care programme, launched by the Ministry of Health and Sanitation, provides free health services for pregnant women, lactating mothers and under-5 children.
<p>Evaluator's comments: So far, only the primary health care services have been delivered. Old age pension is yet to be addressed.</p>			
C. Use of outputs by partners/target groups	4.0	This has been impressive.	<ul style="list-style-type: none"> Free health care services of MoHS well used by target groups.
<p>Evaluator's comments: Primary health care services are well utilized by target groups. Although reliable data are not available, MoHS claims that the services have substantially reduced maternal and child mortality rates.</p>			
D. Progress made (against outcome indicators)	4.0	Good, especially in the area of health care provision.	<ul style="list-style-type: none"> Progress against outcome indicators, constrained by limited resources.
<p>Evaluator's comments: Progress limited to the provision of primary health care services. With increased resources, it is intended to extend services to even remote villages in the country.</p>			
E. Emerging risks and opportunities	4.2		<ul style="list-style-type: none"> Political will to provide basic social protection package likely to attract required funding.
<p>Evaluator's comments: Prospects for increased funding for social protection package (especially primary health care services) are bright. Efforts should now focus on addressing old age pension.</p>			
Average score:	3.8		
Total Score	18.8		

A. Resource adequacy

- B. Countrywide primary health care provision is a major (flagship) intervention by Government and has been vigorously pursued. Substantial resources have been channeled into the programme by diverse international donors (including UNICEF, WHO, DfID). Resources are, however, not adequate because of the magnitude of the problem being addressed. Delivery of outputs

Delivery of outputs has been impacted by the inadequacy of resources. Several activities envisaged for the achievement of outputs, especially those pertaining to old age pension, are yet to be undertaken.

The Free Health Care programme, launched by the Ministry of Health and Sanitation, provides free health services for pregnant women, lactating mothers and under-5 children countrywide. The problem being addressed is huge and delivery of outputs is rated to be 3.6

C. Use of outputs by partners/target groups

The main output delivered is the launching of the primary health care programme. This is being extensively utilized by pregnant women, lactating mothers and under-5 children country-wide. Reliable quantitative data on use of the output is, however, not available.

D. Progress made (against outcome indicators)

Progress made has been substantial (and is rated at 4.0) owing to the involvement of various international organizations like WHO, DfID, UNICEF, etc. which have made millions of US Dollars worth of assistance available especially for the primary health care. Reliable data on number of persons reached, are unavailable, but it is a known fact that all provincial, district and chiefdom headquarter towns have access to the services and efforts are well under way to extend them to remote rural areas.

E. Emerging risks and opportunities

Political will for the provision of a basic social protection package exists. This is likely to attract required funding for undertaking planned activities.

4.3.7: Outcome 3.1: A restructured and strengthened MLSS is better able to coordinate labour and employment issues both nationally and internationally.

Table 11: Outcome level findings of the DWCP review – Outcome 3.1

Performance area	Rating	ILO Office comments	Constituents' comments
A. Resource adequacy	2.0	Funding is limited.	<ul style="list-style-type: none"> Required resources unavailable. Need to diversify funding sources and intensify resource mobilization.
Evaluator's comments: Realization of outcome is constrained by the unavailability of resources.			
B. Delivery of outputs	2.0	Recent assistance rendered to MLSS was the organization of a study tour for Deputy Minister and Senior officials of the ministry..	<ul style="list-style-type: none"> Output delivery was constrained by the lack of resources.
Evaluator's comments: Delivery of outputs is unsatisfactory for want of resources.			
C. Use of outputs by partners/target groups	2.0	MLSS is gradually taking ownership of the initiative to increase its technical capacity, even with its limited resources.	<ul style="list-style-type: none"> Outputs not used
Evaluator's comments: Outputs largely not delivered so they cannot be utilized by the target groups.			
D. Progress made (against outcome indicators)	2.0	Fairly good	<p>Modest progress has been made:</p> <ul style="list-style-type: none"> The ILO Programme Specialist was attached to MLSS in February 2012. Deputy Minister and other senior personnel of MLSS visited Ghana on a capacity enhancement tour in 2012.
Evaluator's comments: Hardly any progress recorded, apart from the posting of the ILO Programme Officer and the study tour for Deputy Minister and some officials of the ministry.			
E. Emerging risks and opportunities	2.5		<ul style="list-style-type: none"> Political will (expressed through endorsement of the DWCP) likely to attract resources for implementation of planned activities.
Evaluator's comments: It is envisaged that some resources will be attracted for realization of the outcome during the next DWCP phase.			

Average score:	2.1		
Total Score	10,5		

A. Resource adequacy

No resources were unavailable for implementation of interventions for the achievement of outcome 3.1. There is urgent need to diversify funding sources and intensify resource mobilization by the partners.

B. Delivery of outputs

Most outputs have not been delivered for want of required resources.

C. Use of outputs by partners/target groups

D. Use of outputs has been limited to capacity enhancement of some MLSS personnel through study tours. Progress made (against outcome indicators)

Modest progress was made with regards restructuring and strengthening of the Ministry of Labour and Social Security. Notable developments included the appointment of the ILO Programme Specialist and the capacity enhancement study tour to Ghana by the Deputy Minister of Labour and Social Security and key personnel of the ministry. The planned interventions are still necessary and should be pursued during the successor phase of the DWCP.

E. Emerging risks and opportunities

Political will (expressed through endorsement of the DWCP) is likely to attract resources for implementation of planned activities.

4.3.8. Outcome 3.2: A restructured and strengthened Sierra Leone Employers' Federation and Sierra Leone Labour Congress better represents members' interests and effectively contributes to social dialogue in the key sectors

Table 12: Outcome level findings of the DWCP review – Outcome 3.2

Performance area	Rating	ILO Office comments	Constituents' comments
A. Resource adequacy	1.0		Not a cent of the estimated cost of restructuring and strengthening of the SLEF and SLLC was made available for

			implementation of outcome 3.2.
Evaluator's comments: Outcome not realized due to unavailability of resources.			
B. Delivery of outputs	1.0	Very unsatisfactory.	<ul style="list-style-type: none"> No output were delivered.
Evaluator's comments: No delivery of outputs for want of resources.			
C. Use of outputs by partners/target groups	1.0	Very unsatisfactory.	<ul style="list-style-type: none"> No outputs to be utilized.
Evaluator's comments: Outputs not delivered so they could not be utilized by the target groups.			
D. Progress made (against outcome indicators)	1.0	Very unsatisfactory.	<ul style="list-style-type: none"> Outcome 3,2 not implemented.
Evaluator's comments: No progress recorded but dialogue has been initiated between Government, SLLC and SLEF.			
E. Emerging risks and opportunities	1.5	Discussions have been initiated between SLLC and SLEF , on the one hand, and Government, on the other, with a view to making financial provision for the implementation of this outcome.	<ul style="list-style-type: none"> There are hopeful signs that Government will address the outcome in the near future.
Evaluator's comments: It is envisaged that some resources will be attracted for realization of the outcome during the next DWCP phase.			
Average score:	1.1		
Total Score	5.5		

A. Resource adequacy

No resources were made available for implementation of the interventions to achieve outcome 3.2. SLLC and SLEF have initiated dialogue with Government and are hopeful that Government will address the outcome during the successor DWCP phase.

B. Delivery of outputs

None of the outputs has been delivered for want of required resources.

C. Use of outputs by partners/target groups

As no outputs were delivered, they could not be utilized by partners or target groups.

D. Progress made (against outcome indicators)

No tangible progress was made. However, dialogue has been initiated between SLLC and SLEF, on the one hand, and Government, on the other. Some progress is envisaged during the next phase of the DWCP.

E. Emerging risks and opportunities

By endorsing the DWCP, government has affirmed its commitment to restructuring and strengthening the SLLC and SLEF. It is, therefore,

5. CONCLUSIONS

Stakeholders are generally in agreement that the S-DWCP is appropriately designed and aligned with the development goals and priorities of the country, on the one hand, and the cooperating partners, on the other. The S-DWCP directly addresses the aspirations of Sierra Leone's PRSP II: Agenda for Change: the creation of decent work opportunities; reducing the spread of HIV and AIDS, as well as minimizing the stigmatization and discrimination associated with it; and eliminating child labour, thereby enabling children to attend school.

The S-DWCP also conforms with the stipulations of germane national policies and legislation, including the National Youth policy; Child Rights Act; National HIV/AIDS policy.

The DWCP has made significant progress especially in job creation for youth; creating a conducive policy environment for the elimination of child labour; reducing the spread of AIDS and the stigmatization associated with it; and in the provision of basic social protection, especially the free health care of the Ministry of Health and Sanitation. The relevance of the S-DWCP to national development aspirations and the substantial achievements it has recorded are, however, being undermined by a host of factors, key among which are 1) inadequate appreciation of employment and labour issues by Government – as exemplified by inadequate financial allocations to MLSS, 2) inadequate human

and material capacity by the partners to implement the various components of the programme, 3) inadequate understanding on the part of partners of the roles and responsibilities, and 4) the exclusion of MDAs whose participation could significantly enhance implementation of the DWCP.

It emerged from the evaluation that progress towards the achievement of several outcomes lacked much to be desired. The evaluation concludes that the priorities (and their appertaining outcome, outputs and activities) are still relevant and well aligned with the development aspirations of the country. The objectives of the DWCP will, however, only be achieved if concerted effort is made on the following fronts: ensuring greater commitment of Government by involving Cabinet and the Office of the President in the formulation and approval processes for the next implementation phase; reducing reliance on ILO for funding by improving the skills of partners in resource mobilization; capacity enhancement of partners (through training programmes, additional personnel and logistic provision); and inclusion of MDAs (like the ministries of Finance; Social Welfare, Gender and Children's Affairs; Youth Employment and Sports) whose participation would be beneficial to the DWCP.

6. RECOMMENDATIONS

The following recommendations are made for the subsequent phase of the DWCP:

1. *Relevance and Coherence*, : The DWCP is aligned with national development priorities. It thus has continued relevance and it is recommended that the programme priorities be maintained and that gains made (by IPEC and HIV interventions, for example) be consolidated. It is also recommended that the policies, tools and methodologies developed under the DWCP 1 be mainstreamed in the successor programme. For the programme to have wider national acceptance and, therefore, support, it is proposed to submit the DWCP document and appertaining budget to Cabinet for approval. DWCP 1 was signed by the Minister of MLSS. It is recommended that signature of the document for the successor phase be done at the level of the Presidency. It is envisaged that this would greatly facilitate processes of domestic resource mobilization.

2. *Partnership, strategies and inter-agency relations:* There is a collaborative relationship among the ILO constituents: MLSS, the Sierra Leone Employers' Federation (SLEF), and the Sierra Leone Labour Congress (SLLC) participated actively in the formulation, validation and revision of the DWCP. The need to create more decent jobs to fight poverty makes it necessary for ILO to renew its efforts to work together in a true partnership of mutual responsibility and accountability. Building partnerships at all levels is essential for promoting decent work. It is proposed to broaden the partnership of the S-DWCP by inclusion of MDAs (like the ministries of Finance; Social Welfare, Gender and Children's Affairs; Youth Employment and Sports; Works, Housing and Infrastructure; Agriculture, Forestry and Food Security, etc) and relevant UN agencies whose participation would facilitate and complement the implementation of the DWCP.
3. *Managing for results: An Implementation Plan;* an outcome-based *Work Plan* and Monitoring and Evaluation (M&E) framework were jointly developed by MLSS, social partners, civil society, cooperating partners and other stakeholders to ensure that resources allocated to various activities are used to achieve the stated outcomes. The programme has clearly defined outcome-level results and indicators against which its implementation can be assessed. The outputs are causally linked to the intended outcomes which, in turn, are linked to the priorities of the DWCP. It is necessary that these instruments be adhered to in the implementation and monitoring of the programme. In this regard, the capacity of implementing partners should be enhanced to monitor progress, collect data and report on progress or challenges faced.
4. *Organizational arrangements: The DWCP Steering Committee (SC)* comprising the MLSS, Employers' Federation and Labour Congress, has been established to guide programme implementation, as well as to facilitate monitoring and evaluation. The SC should be broadened to include MDAs whose participation would be beneficial to the DWCP. Each partner should appoint a person of considerable stature and influence in their organization as DWCP focal point.
5. *Constituents' capacity:* Partners are in agreement that they have weak human and material capacity to be effective. It is, therefore, critical that their capacities be enhanced. The logical first step in this regard is a well-designed capacity needs assessment to identify capacity inadequacies in the partners which should be the focus of capacity building efforts. Needs that were identified during the evaluation exercise included

additional personnel, logistic provision, improvement of skills in resource mobilization. A well defined capacity development plan, with measurable indicators, should be incorporated in the Implementation Plan and M&E framework of the successor DWCP phase.

6. *ILOs capacity, comparative advantage and efficiency*: Given the weak institutional capacity of the partners in the S-DWCP, it is essential that urgent attention be paid to capacity enhancement of partners as the success and sustainability of the programme will depend on them. The provision of ILO expertise should be seen as a stop-gap measure.
7. *Cross-cutting issues*: Women in Sierra Leone often lack education, are resource poor and have very few opportunities. Although Government affirms its commitment to gender issues, gender was not mainstreamed at the design stage of the S-DWCP and no gender analysis was undertaken in the preparation of the implementation plan. It is recommended that a gender analysis be conducted during the development of the new DWCP phase. Key staff of the programme should be trained in the skills required for mainstreaming gender.

7. LESSONS LEARNED

The following lessons have been learned during the design and implementation stages of the decent work country programme for Sierra Leone:

- 1) Involvement of national constituents in designing the programme, as happened in Sierra Leone, where stakeholders contributed to the identification of Decent Work priorities, does not necessarily assure their commitment to the programme.
- 2) Ownership of the DWCP by the Government of Sierra Leone and the partners is the *sine qua non* for ensuring commitment to its implementation. Such ownership will result in the provision of more resources than has been the case during the implementation of DWCP 1.
- 3) There appears to be very low level of awareness among stakeholders of the DWCP of the objectives of the programme and the roles and obligations of the cooperating partners. There appears to be misunderstanding of the role of ILO. The agency is perceived by several stakeholders to be a donor organization, rather than as a specialized agency providing technical assistance. Constituents have, therefore, tended to rely on ILO for resource mobilization.

- 4) Implementation of the DWCP can be negatively impacted by the lack of an effective monitoring and evaluation system and a structure to oversee implementation from the inception of the programme. The establishment of the Tripartite Steering Committee towards the end of the programme phase resulted in a lack of understanding of which entities were responsible for implementing the various outcomes of the programme. Implementation of the DWCP was, therefore, left largely to the various ILO projects. This may have contributed to perception of the S-DWCP as an ILO (rather than a national) programme.
- 5) Failure to address identified capacity constraints promptly negatively impacts realization of programme goals.
- 6) Inadequate participation of sectoral ministries in planning, implementation, monitoring and implementation has resulted in low use of national resources and poor ownership of the programme by the state.

8. THE WAY FORWARD

The tripartite Steering Committee (SC) needs to be fully operationalized. Clear lines of responsibility should be defined between the SC and committees overseeing stand alone projects. Further capacity building by the ILO, of the SC members and social partners to support Decent Work initiatives is needed.

ILO partners have weak *human and material capacity* to be effective. Capacity enhancement is, therefore, critical for the success of the programme. The logical first step in this regard is well designed capacity needs assessment to identify capacity inadequacies in the partners which should be the focus of capacity building efforts. Needs that were identified during the evaluation exercise included additional personnel, logistic provision, improvement of skills in resource mobilization. A well defined capacity development plan, with measurable indicators, should be incorporated in the Implementation Plan and M&E framework of the successor DWCP phase.

The following key activities need to be executed through the steering committee and/or in consultation with the responsible constituents: 1) Reinforced collaboration in planned and ad hoc assessments and monitoring based on bi-annual coordination meetings between the ILO and its Constituents; 2) Monitoring of activities and production of yearly progress reports; 3) Ensuring that the DWCP is evaluable and with a strong M& E framework with baselines and achievable targets based on useful labour market information.

Resource mobilization (from both local resources and donors' contributions) should be made a key priority of the DWCP and the strategy for facilitating it should be integrated at the design stage when priorities and outcomes are being set. Stakeholder participation in mobilizing resources is a precondition for promoting local ownership of the DWCP.

The universal application of the decent work ideology and narrative requires the identification and promotion of *champions* at the national and sectoral levels. Having champions at the highest level helps promote the narrative and culture of decent work, pro-poor and inclusive development.

Gender should be mainstreamed at the design stage of the successor phase of the current DWCP and gender analysis should be undertaken in the preparation of the implementation plan. Key staff of the programme should be trained in the skills required for mainstreaming gender.

ANNEX 1: IMPLEMENTATION OF OUTCOMES

COUNTRY PROGRAMME PRIORITY 1: Public and private investment and policies generate a substantial and growing demand for labour and income.

OUTCOMES	IMPLEMENTATION STATUS
Outcome 1.1: Policies and investment programmes in key sectors effectively promote the creation of more jobs and higher income opportunities for youth, farmers, women and vulnerable groups.	<ul style="list-style-type: none"> ➤ Employment policy drafted ➤ National Youth Action Plan reviewed and endorsed by GoSL; and ➤ ILO has agreed to assist partners in raising the issue of the minimum wage with Government.
Outcome 1.2: Inclusive youth employment through integrated supply- and demand-side interventions including job creation schemes, self-employment...and access to vocational skills training and employment services.	<p>Under the Quick impact employment creation project:</p> <ul style="list-style-type: none"> ➤ 38,344 person days of productive employment opportunities created for youth in Bombali District in 2010/11. ➤ 5 private contractors trained on LBM and 5 others on drainage for the realization of cost effective LBM for the execution of feeder roads rehabilitation and maintenance. ➤ 10 supervisors were also trained to oversee the project. ➤ 3 SLRA engineers and 1 engineer each from NACSA, Bombali District Council, Makeni City Council and MAFFS trained in a bit to strengthen SLRA and Bombali District capacity to plan, manage and monitor feeder roads rehabilitation and maintenance. ➤ Various training courses for local people in local economic development (entrepreneurship, agric production, processing and marketing). ➤ National Youth Action Plan reviewed and being finalized. Validation to involve relevant stakeholders.
Outcome 1.3: Labour market information and analysis system in place with regular up-to-date employment and labour market data.	<ul style="list-style-type: none"> ➤ Inadequacy of resources to undertake exercise. ➤ Child Labour Survey already conducted and results to be released shortly. ➤ Looking at the possibility of including questions on HIV/AIDS in data collection.

COUNTRY PROGRAMME PRIORITY 2: Increased socio-economic stability and higher productivity through basic social protection schemes (social transfers, social assistance, social health protection) and safer work places.

OUTCOMES	IMPLEMENTATION STATUS
Outcome 2.1: Improved working conditions and coverage of workplace policies and programmes on HIV/AIDS, TB and STIs in PRSP-priority and growth potential sectors (agriculture, infrastructure,	<p>Key achievements include the following:</p> <ul style="list-style-type: none"> ➤ National tripartite workplace policy on HIV/AIDS developed. ➤ Representation of the Tripartite Constituents in the Governance Structure of AIDS in the Country (NAC

<p>manufacturing, industry, energy, mining and tourism).</p> <ul style="list-style-type: none"> • <i>Sub-Outcome 2.1.1:</i> Improved working conditions for men and women. • <i>Sub-Outcome 2.1.2:</i> Workplace programmes respond to needs for HIV/AIDS prevention, treatment, care and support. 	<p>and CCM),</p> <ul style="list-style-type: none"> ➤ Establishment of workplace committees on HIV/AIDS within the mining sector, the fisheries sector etc. ➤ National Tripartite Plus adoption of Recommendation No. 200 (The New International Instrument on HIV&AIDS and the World of Work) ➤ HIV and AIDS and the World of Work has been integrated into the Overall National Strategy (Ref. 4.2.5.1 Outcome 1: PLHIVs or affected have improved economic opportunities and social protection)¹⁷. Similarly also, the WoW has been addressed in the Results Framework of the National Operational Plan 2011 – 2012 under Output and Outcome Level Results¹⁸. The World of Work has been incorporated into the National HIV Prevention Strategy 2011 - 2015¹⁹ and the National Behaviour Change Communication and Advocacy Strategy 2011 – 2015²⁰. ➤ Promotion of Public/Private Partnership in the delivery of HIV/AIDS services. The HIV programme of the Sierra Rutile Mines documented a best practice for a public/private partnership in the country and has expanded its programme beyond the workplace by offering prevention and treatment services to the community. Free comprehensive medical care is now offered to sex workers, youths and interns ➤ "The Workplace: Gateway to Universal Access" is substantiated by the Sierra Rutile Mines' ART centre. ART is now being provided at workplaces and discussions are ongoing for more of such centres to be established. MoU have been entered into with mining enterprises on HIV/AIDS Response e.g. African Minerals Ltd, London Mining, Vemitco, Cluff Gold (Under Discussion) ➤ Establishment of the Sierra Leone Business Coalition Against AIDS as a coordinating body for the private sector response ➤ National/Sectoral/Enterprise workplace policies have been developed to give effect to Recommendation No. 200 (National Workplace Policy on HIV/AIDS in process to be reviewed; Mining Sector Policy and
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¹⁷ Sierra Leone Strategic Plan on HIV and AIDS 2011-2015, pp.44. April 2011

¹⁸ Sierra Leone Operational Plan on HIV and AIDS 2011-2012, pp.24. June 2011

¹⁹ Sierra Leone HIV Prevention Strategy 2011-2015, pp.24. December 2011

²⁰ Sierra Leone HIV Behaviour Change Communication and Advocacy Strategy 2011-2015, December 2011

	<p>Action Plan developed; Draft Teachers Union Policy Developed; Sierra Rutile Company Policy reviewed to incorporate Recommendation No. 200 and Education Sector Policy about to be reviewed; etc.</p> <ul style="list-style-type: none"> ➤ National HIV prevalence established for the fisherfolks²¹. ➤ HIV/AIDS incorporated into CBA with mining companies/ enterprises ➤ Mobilized resources from the GF to which SLLC is a sub-recipient.
<p>Outcome 2.2: Child labour substantially reduced by 2012 in PRSP-priority sectors and growth potential sectors.</p>	<p>Output 2.2.1: <u>Existing legal framework on child labour revised</u></p> <ul style="list-style-type: none"> ➤ ILO Child Labour Conventions 138 (on Minimum Age) and 182 (on Worst Forms of Child Labour) were ratified in June 2011 through support provided by TACKLE. ➤ Following ratification of Convention 138, a Minimum Age for Work Declaration was made: 15 yrs for non-hazardous work and 18 yrs for hazardous work. ➤ A list of hazardous employment/work for children in Sierra Leone is being developed, championed by the Child Labour Unit of the Ministry Labour and Social Security. <p>Output 2.2.2: <u>Strengthened institutional capacity leading to improved ability to formulate and implement child labour strategies</u></p> <ul style="list-style-type: none"> ➤ A Child Labour Technical Steering Committee was formed through TACKLE support and guidance in 2011. ➤ A Child Labour Unit created in the Ministry of labour and Social Security to take the lead in ensuring that the stipulations of Conventions 138 and 182 are adhered to. ➤ Representatives of Ministry of Labour, Employers' Federation and Labour Congress were trained on "The Labour Dimension of Trafficking in Children" in Turin, Italy in November 2011. ➤ Reps of the Ministry of Labour, SLTU and IRC (an implementing partner) have also benefited from an "Education for All and Child Labour Elimination" course in Turin, Italy. ➤ The project has supported two trainings on child labour data collection: In June 2010, two representatives of Statistics Sierra Leone and the Child Labour Unit of the Ministry of Labour were trained in

²¹ HIV Surveillance on Fisherfolks in Sierra Leone, January 2011. Available at: www.nas.gov.sl/publication

	<p>"Child Labour Data Collection and Analysis" in Turin; In November 2011, participants from the same institutions benefited from a training course on Child Labour surveys in Nairobi.</p> <ul style="list-style-type: none"> ➤ In support of policies that promote education and prevent child labour, the TACKLE project officer and representatives from the Ministry of Education participated in a workshop on "Mainstreaming Child Labour into Education Policies" in Lusaka, Zambia, in October 2011.
Outcome 2.3: Basic social protection package ensures universal access to basic health care and old age pension.	<ul style="list-style-type: none"> ➤ Delivery of outputs has been negatively impacted by the unavailability of resources. Most of the activities envisaged for the achievement of outputs have, therefore, not been undertaken. ➤ ILO supported the drafting of the National Health Policy. ➤ The Free Health Care programme, launched by the Ministry of Health and Sanitation, provides free health services for pregnant women, lactating mothers and under-5 children.

COUNTRY PROGRAMME PRIORITY 3: Strengthened ILO constituents contribute effectively to governance aiming for an integrated economy and a healthy labour market.

OUTCOMES	IMPLEMENTATION STATUS
Outcome 3.1: A restructured and strengthened MLSS is better able to coordinate labour and employment issues both nationally and internationally.	<p>Modest progress has been made:</p> <ul style="list-style-type: none"> • The ILO Programme Specialist was attached to MLSS in February 2012. • Deputy Minister and other senior personnel of MLSS visited Ghana on a capacity enhancement tour in 2012. • Meetings with and sensitization of key SLEF and SLLC personnel are envisaged in the near future to enable them to better perform their roles of representing members' interests and contributing to social dialogue.
Outcome 3.2: A restructured and strengthened SL Employers Federation and SLLC better represents members interests and effectively contributes to social dialogue in the key sectors.	

ANNEX 2: TERMS OF REFERENCE FOR SIERRA LEONE DECENT WORK COUNTRY PROGRAMME (DWCP) REVIEW

Responsible administrative unit: ILO Abuja CO

1. INTRODUCTION

The Government of Sierra Leone in collaboration with Employers' and Workers' organizations have since 2010 been implementing the Sierra Leone Decent Work Country Programme (S-DWCP). This has been done with support from the International Labour Organization (ILO). A DWCP is a framework through which various players on the Labour Market coordinate their efforts in order to attain agreed national goals in the labour and employment sector. The 2010-2012 SDWCP was developed through a process of consultations with the key stakeholders which include the Sierra Leone Employers' Federation (SLEF) and the Sierra Leone Labour Congress (SLLC). The Sierra Leone DWCP focuses on the three priorities and eight corresponding outcomes namely:-

Country Programme Priority (CPP) 1: Public and private investment generate a substantial and growing demand for labour and Income

- Outcome 1.1: Policies and investment programmes in key sectors effectively promote the creation of more jobs and higher income opportunities for youth, farmers, women and vulnerable groups.
- Outcome 1.2: Inclusive Youth Employment through integrated supply- and demand-side interventions including job creation-schemes, self-employment in small and medium enterprises and access to vocational skills training and employment services.
- Outcome 1.3: Labour Market Information and Analysis System in place with regular up-to date employment and labour market data.

Country Programme Priority (CPP) 2: Increased socio-economic stability and higher productivity through basic social protection schemes (social transfers, social assistance, social health protection) and safer workplaces;

- Outcome 2.2: Improved working conditions and coverage of workplace policies and programmes on HIV AIDS, TB and STI in PRSP-priority and growth potential sectors (agriculture, infrastructure, manufacturing, industry, energy, mining and tourism).
- Outcome 2.2: Child Labour substantially reduced by 2012 in PRSP-priority sectors and growth potential sectors (agriculture, mining, Manufacturing, infrastructure/construction, energy and tourism).
- Outcome 2.3: Basic Social Protection Package ensures universal access to basic health care and old age pension (OAP)

Country Programme Priority (CPP) 3: Strengthened ILO constituents effectively contribute to governance for an integrated economy and a healthy labour market

- Outcome 3.1 A Restructured and Strengthened MoELSS is better able to coordinate labour and employment issues both nationally and internationally
- Outcome 3.2: A restructured and strengthened Sierra Leone Employers' Federation and Sierra Leone Labour Congress better represents members' interests and effectively contributes to social dialogue in the key sectors

Cross Cutting Priorities

- In line with the ILO Declaration on Social Justice and Fair Globalization, the DCWP considers gender equality and non-discrimination as cross-cutting issues to be tackled under each of the three DWCP priorities.

The SDWCP has been implemented through the various stakeholders since 2010 and is coming to an end in 2012. In light of this, there is need to take stock of the achievements, challenges, and lessons recorded during its implementation through an evaluation. This is important in order to facilitate the preparation of the next phase DCWP.

The Sierra Leone DWCP Review is scheduled for May 2012. The review will look into collaboration of the ILO (and partners) and coherence of the DWCP within a larger multi-agency context. It will assess the achievements made so far in achieving the DWCP outcomes and identify areas for improvements and distil lessons to inform the next DWCP Cycle.

2. Purpose and Objectives

Purpose

The DWCP Review is a management tool carried out with full the participation of the tripartite constituents and other various stakeholders who were involved in the designing and developing of the DWCP. Accordingly, the purpose of this review is to assess the achievements made so far in realizing the outcomes and take stock of recommendations, lessons learned and challenges so as to inform the next DWCP. The information will be used by ILO Abuja Country Office, constituents as well as key counterparts and Implementing Partners.

The objectives of the CPR are to

- Review the appropriateness and adequacy of DWCP design
- Examine the progress made so far to achieve the outcomes
- Examine the usefulness of the strategies, partnerships and the constraints to be addressed, including the practical application of gender mainstreaming
- Identify the major challenges, weaknesses and strengths of the ZDWCP;
- Determine extent of linkages between DWCP outcomes and outputs and the Decent Work Agenda for Africa (DWAA) and the national development plan;
- review the organizational capacities in MoELSS, ILO Country office and the social partners with regards the overall coordination of the programme;
- Identify lessons learned and propose recommendations for the next DWCP

Review Questions

The following questions are expected to be answered by the CPR

A. Relevance and coherence of the DWCP

- To what extent did the DWCP contribute to the achievements of the targets set in the DWAA?
- To what extent did the DWCP address the national development priorities as stated in the National Development Plan/ PRSP and constituents priorities?
- Is there coherence and an integrated approach to the DWCP strategy?

B. Tripartite constituents' capacities

- Have the tripartite constituents' resources and efforts been organized towards supporting the delivery of DWCP outputs? What resources are committed towards the DWCP?
- Do the tripartite constituents effectively use available linkages to promote the DWCP and participate in the resource mobilization for the DWCP? What are the results achieved?
- What are the main capacity constraints of the tripartite constituents in realizing the planned DWCP outcomes? What can be done to address them?

C. ILO's capacity, comparative advantage and efficiency

- Is the ILO's work directly supporting national partners to address priorities for decent work in the country?
- Is the ILO addressing priorities consistent with the current capacities and expertise available?
- Does the ILO work with the constituents within the context of a larger national effort, contributing where they have voice, interest and comparative advantage?
- Do the operations of the ILO match the DWCP plan? Are the available technical and financial resources adequate to fulfil the DWCP implementation plan?
- Is the DWCP receiving adequate administrative, technical and - if needed - political support from the ILO office (field technical specialists (Abuja), ROAF and the responsible technical units in headquarters)?
- Is resource mobilization being carried out effectively and efficiently?

D. Partnership, strategies and inter-agency relations

- Is the management and governance arrangement of the DWCP adequate? Is there a clear understanding of roles and responsibilities by all parties involved?
- Are roles and expectations well understood and managed by the key implementing partners?
- Do national constituents support the strategies and take responsibility for ensuring the expected outcomes of the collaboration as spelled out in the DWCP?
- Is there a clear vision and strategy with main means of action for delivery of the DWCP that is understood by all partners?
- Was there a clear strategy for facilitating gender equality and linkages to the national gender infrastructure?

E. Managing for results

- Did the programme define clear outcome-level results and indicators against which it can be assessed?
- Do outputs causally link to the intended outcomes that in turn link to the DWCP priorities?
- Was the principle of equal opportunities for women and men linked to the intended outcomes and DWCP priorities?
- How effectively the DWCP management monitored programme performance and results? Is a monitoring & evaluation system in place and how effective is it? Is relevant information systematically collected and collated? Is the data gender sensitive and disaggregated by sex (and by other relevant characteristics if relevant)?

G. Knowledge management and sharing

- Is information being shared and readily accessible to national partners?
- Are national knowledge networks and knowledge bases being used and strengthened?

H. Progress made on tangible outcomes

- Are the available technical and financial resources adequate to fulfill the project plans?
- Are the activities/projects being implemented in accordance with the DWCP? If not, why?
- What outputs have been produced and delivered?
- To what extent do the outputs contribute or used by partners to the achievements of the outcomes?
- What progress has been made towards achieving the outcome?
- What is the contribution of the national partners and the ILO to achieve the outcomes?
- What are emerging risks and opportunities?

I. Lessons learned

- What good practices can be learned from the programme that can be applied in the next DWCP and to similar DWCPs in Africa?
- What should have been different, and should be avoided in the next DWCP

J. Going forward

- What are the national partners' views on the key priorities for the next DWCP period?

3. Methodology

The review will be based on a desk review followed by a broad stakeholder' meeting, complemented by interviews with individual implementing partners. The review should follow the ILO Biennial Country Programme Reviews (BCPR) guide (Annex 1).

4. Management Arrangements and time frame

Regional Office for Africa:

- Coordinate the review
- Approve TOR and consultant selection
- Oversee process, including follow up

ILO Abuja Country Office

- Manage activities in coordination with consultant
- Compile relevant documents – project and programming info including work plans, progress reports, evaluations, key communications, etc. and provide all documents, contacts, etc. to the consultant
- Brief partners on the process and their participation
- Follow up on recommendations of the DWCP review
- Disseminate the evaluation report to relevant partners and stakeholders.

Consultant

- Review the portfolio and document the performance made so far
- Interview key partners individually and collectively as needed
- Support the CO/ROAF in facilitating meetings
- Submit the draft and final evaluation reports.

A total amount of USD has been allotted for the DWCP review process. The DWCP Review will be conducted in 14 working days in May / June 2012. A tentative work plan for the review is attached.

I. Expected outputs from the DWCP Review

- A draft DWCP Review report of the final evaluation to be shared with constituents and relevant stakeholders;
- A final DWCP review report incorporating comments made on the draft report; and
- A presentation to be delivered during the stakeholders' workshop.

II. Layout of the report

The following analytical framework is suggested for the final report:

1. Title page (1 page)
2. Table of Contents (1 page)
3. Executive Summary (1 page)
4. Acronyms (1 page)
5. Background and Project Description (1-2 pages)
6. Purpose of Evaluation (1 page)
7. Evaluation Methodology (1 page)
8. Project Status (1 page)
9. Findings, Conclusions, and Recommendations (no more than 15 pages)

This section's content should be organized around the TOR questions, and include the findings, conclusions and recommendations for each of the subject areas to be evaluated.

10. Annexes: including the terms of reference, evaluation work plan and any other relevant documents.

III. Annexes - Documents that will be shared with evaluators

- Evaluation Guidance: Biennial Country Programme Reviews
 - Decent Work Country Programme (DWCP); Implementation Plan and M&E Plans
- Project documents, progress reports and evaluations of projects contributing to the DWCP